

# COMMUNITY VISION FORM

*The Comprehensive Plan Vision provides a broadly painted horizon for the community's future. ~~This section offers further detail as to how to shape the form of the community in order to achieve the vision for the future.~~ The following vision statements, principles and strategies provide guidance for individual land use decisions and other actions that collectively will determine the future of Lincoln and Lancaster County.*

## **G**UIDING PRINCIPLES FROM THE **C**OMPREHENSIVE PLAN VISION

Note: the text appearing in boxes below has been taken from the Comprehensive Plan Vision as revised by the Planning Commission in June of 2005. Any revisions shown are the suggestion of this planner and were not part of the June 2005 revision

The core promise embedded in the Comprehensive Plan is to maintain and enhance the health, safety and welfare of our community during times of change, and to promote our ideals and values as changes occur. The Comprehensive Plan is specific to Lincoln and Lancaster County and it recognizes the factors that make us unique. The Plan therefore is a combination of practicality and vision, and provides guidelines for sustaining the rich mosaic that now characterizes our growing community.

~~The following principles are based on the main sections of the Comprehensive Plan Vision. Each principle describes the desired end state.~~

### THE ONE COMMUNITY VISION

Lincoln and Lancaster County have many different components that are bound together physically, economically, and culturally, all within a prairie ecosystem.

The One Community Vision commits us to proactively, but cooperatively, acknowledge the sometimes competing interests of neighborhoods, small towns, and rural areas, our growing cultural diversity, and regional economic forces, as we address the future. This is the fundamental challenge of our Comprehensive Plan: to retain the characteristics of our individual parts while accommodating change within an increasingly interdependent world. As a decision-making tool, the Plan must accomplish both these tasks.

The following principles are based on this One Community Vision and describe the desired end state:

- All of the communities and people of Lancaster County work together to implement a common plan providing for mutual benefit.
- An important relationship exists between the urban, rural, and natural landscapes. Urban and rural development maximizes the use of land in order to preserve agriculture and natural resources.

- Policies of managing urban growth, maintaining an “edge” between urban and rural land uses, and preserving prime agricultural land, form a distinctive and attractive built environment for Lincoln and Lancaster County.
- Lincoln remains a single community. The policies of A single public school district, drainage basin development, and provision of city utilities only within the city limits continue to be a positive influence and help shape the City for decades to come. These policies are sustained in order to preserve our ability to move forward as one community.

## QUALITY OF LIFE ASSETS

Lincoln and Lancaster County’s easily accessible museums, rich architecture, historic places, sustainable neighborhoods, diverse and affordable housing opportunities, libraries, performing and visual arts, agricultural landscapes, trails, entertainment and recreational opportunities, and schools are truly major assets that enhance the quality of life for all residents. ~~Neighborhoods are also one of Lincoln and Lancaster County’s great strengths and the conservation of existing, and creation of new, neighborhoods is fundamental to this plan. In addition, we are increasingly a diverse community.~~ However, access to our quality of life assets is impossible without adequate physical and technological infrastructure. The Plan acknowledges this fact, and commits us to use access to quality of life assets as a decision-making criterion.

Strong neighborhoods, including a strong Downtown core, are one of Lincoln and Lancaster County’s great assets and the conservation of existing, and creation of new, neighborhoods is fundamental to this plan. As the population continues to become more diverse, the richness and variety of Lincoln and Lancaster County’s cultural assets will enrich the quality of life for all those living here.

The following principles are based on the Quality of Life Assets statement and describe the desired end state:

- Preservation and enhancement of the many quality of life assets within the community continues. For a true “good quality of life,” a community has more than jobs, shelter, utilities and roads — there are numerous service, education, historic and cultural resources which are fundamental to enriching lives.
- The community continues its commitment to neighborhoods. Neighborhoods remain one of Lincoln’s great strengths and their conservation is fundamental to this plan. The health of Lincoln’s varied neighborhoods and districts depends on implementing appropriate and individualized policies. The Comprehensive Plan is the basis for zoning and land development decisions. It guides decisions that will maintain the quality and character of the community’s established neighborhoods.
- The community continues its commitment to a strong Downtown. A strong, vital Downtown provides a common center for all Lincoln and Lancaster County and will be a catalyst for future growth. The Comprehensive Plan acknowledges Downtown’s unique role and will guide decisions that will maintain Downtown’s vitality and enhance its contribution to the quality of life of all Lincoln and Lancaster County.

## ECONOMIC OPPORTUNITY

Lincoln and Lancaster County must have a sustainable tax base to provide quality services to residents. The Comprehensive Plan recognizes that technological change and global economic forces have a direct impact on local employment and quality of life. For this reason, the Plan seeks to improve physical and technological infrastructure, to maintain a healthy climate for locally owned and operated commerce and trade, to promote the recruitment of new companies, and to provide a variety of training and employment opportunities.

The following principles are based on this Economic Opportunity statement and describe the desired end state:

- Existing businesses flourish and there are opportunities for new businesses within Lincoln and the incorporated communities. The Plan provides new employment locations and supports retention of existing businesses.
- Residential, commercial, and industrial development take place in the City of Lincoln and within incorporated towns. This ensures that there are convenient jobs and a healthy tax base ~~within the communities~~ to support the public safety, infrastructure and services within the communities. While location in the cities and towns of the county is a priority, unique site requirements of a business may necessitate consideration of other suitable and appropriate locations in the county.
- The community has adapted and thrives in an ever changing world economy. A strong information technology infrastructure exists to support business growth and the community's information demands. New technologies have led to new modes of living and working. A skilled workforce continues to adapt to economic and cultural changes.

## ENVIRONMENTAL STEWARDSHIP

Clean air, clean water, parks and open space, mature trees, signature habitats, and prime and productive farmlands are valuable assets. Conservation areas, floodplains, green spaces, and parks define, and help create linkages between, neighborhoods and surrounding population centers. The Comprehensive Plan takes into consideration the effects of natural ~~phenomenon~~ events and characteristics not only upon localized development, but also upon the community as a whole, upon private ownership issues, and upon recreational opportunities. The Plan thus commits Lincoln and Lancaster County to preserve unique and sensitive habitats and endorses creative integration of natural systems into developments.

The following principles are based on this Environmental Stewardship statement and describe the desired end state:

- Natural and environmentally sensitive areas are preserved and thrive. Wetlands, native prairies and stream (riparian) corridors are preserved to ensure the ecological health of the community.
- Other natural features, such as tree masses, in areas for future development, are integrated into new development to provide for green spaces within the built environment.

## DOWNTOWN LINCOLN - THE HEART OF OUR COMMUNITY

Downtown Lincoln is the heart of our community, a unique common ground for all Lincoln and Lancaster County residents. At the same time, Downtown Lincoln belongs to all residents of Nebraska because "downtown" is synonymous with the University of Nebraska, state government, and the State Capitol building. This state-wide ownership has strong economic implications, and for that reason, as well as the desire to maintain downtown as the "heart" of the community, the Comprehensive Plan will ensure that downtown remains a special place. The Plan will seek to preserve vistas and institutions of cultural importance, to reinforce the district as a center of entertainment, and to promote a rich diversity of activities and uses, including housing, education, government, offices and commerce.

The following principles are based on this Downtown Lincoln statement and describe the desired end state:

- Downtown Lincoln continues to serve as the heart of our community and an asset for all Nebraska residents.
- Downtown Lincoln continues to serve its role as the central location for commerce, government, entertainment and the arts.

- Views to the State Capitol have been preserved, as they have in the past, as part of our community form.

## INTERACTION BETWEEN THE COMPREHENSIVE PLAN AND THE CITIZENS

Although the Comprehensive Plan is intended primarily to guide the physical development of our community, the results of such development are ultimately felt by individuals and their families. The planning process aspires to make this interaction between people and their physical landscape one in which all facets of our community can prosper, not only economically, but also intellectually, aesthetically, and spiritually. The Comprehensive Plan seeks to accommodate and encourage the participation of all citizens of the city and county in the making of public policies to implement the visions of the community. Comprehensive planning is a continuous process, requiring a continuing, equitable, and frequent interaction between the governments and their constituencies.

The following principles are based on this Interaction Between the Comprehensive Plan and the Citizen statement and describe the desired end state:

- The Comprehensive Plan continues to be updated regularly with extensive citizen participation.
- The Plan is a successful guide, shaping development, yet remaining responsive to changing conditions.

## GUIDING PRINCIPLES FOR COMMUNITY FORM

In addition to the principles from the Vision Statement, there are further divisions of the principles into statements that are more specific to the rural and urban environments. The following core principles for the development of the rural and urban environment are further expanded upon within the various sections of the plan.

## GUIDING PRINCIPLES FOR THE RURAL ENVIRONMENT

Acknowledge the fundamental “Right to Farm.” Preserve areas throughout the county for agricultural production by designating areas for rural residential development — thus limiting potential conflicts between farms and acreages.

Ensure that acreage and rural development preserve and protect environmentally sensitive areas. In the City and County, develop a strategy to maximize the preservation of our nonrenewable resources, such as land and fossil fuels.

Preserve areas for the future growth of incorporated towns in the county, including areas outside of the current one mile zoning jurisdiction of certain towns.

Support new commercial, residential, and industrial development within the incorporated towns in the county.

Provide for about six percent of the total population in the County on acreages.

*NOTE: Some principles based on “The Principles of New urbanism” from the Congress for the New Urbanism, including both verbatim text and paraphrased material. The “Principle of New Urbanism is © Copyright 1998 by Congress for the New Urbanism. All rights reserved. May not be reproduced without written permission.*

# **G**UIDING PRINCIPLES FOR THE URBAN ENVIRONMENT

## **OVERALL FORM**

Lincoln's future urban growth should generally occur in multiple directions around the existing city. Lincoln will continue to have managed and contiguous growth. Lincoln's sense of community has been based on incremental, compact growth built on the foundations of established neighborhoods. Future growth will continue this traditional pattern and be linked to both the level of demand in the market and to the orderly extension of public improvements and services. Lincoln will continue to contain approximately 90 percent of the County's population.

Maximize the community's present infrastructure investment by planning for residential and commercial development in areas with available capacity. This can be accomplished in many ways including encouraging appropriate new development on unused land in older neighborhoods, and encouraging a greater amount of commercial space per acre and more dwelling units per acre in new neighborhoods.

In the City and County, develop a strategy to maximize the preservation of our nonrenewable resources, such as land and fossil fuels.

Near and long term growth areas for the City of Lincoln should be preserved in order to facilitate future urban development. Acreage areas will be directed to areas outside of the future urban growth areas in order to minimize conflicts between urban and acreage uses and so that the City may provide urban services as efficiently as possible.

Preservation and renewal of historic buildings, districts, and landscapes is encouraged. Development and redevelopment should respect historical patterns, precedents, and boundaries in towns, cities and existing neighborhoods.

Natural and environmentally sensitive areas should be preserved within neighborhoods. Conservation areas and open lands should be used to define and connect different neighborhoods.

Streams, trees, open space, and other environmentally sensitive features should be preserved within new development as design standards allow. The natural topography and features of the land should be preserved by new development to maintain the natural drainageways and minimize land disturbance.

Parks, recreation, and open space corridors should be connected. Salt Creek Heritage Greenway should begin at Wilderness Park and be extended to the south. Natural and environmentally sensitive areas should be preserved along Interstate 80 and Little Salt Creek to the north, and a new "green space" should be developed along Stevens Creek to the east. Care should be taken that adequate future crossings of such corridors for roads, utilities, and other community facilities are ensured.

## **RESIDENTIAL NEIGHBORHOODS**

Home ownership is the foundation upon which successful neighborhoods and communities are built. Citizens should be able to afford to buy a safe and decent home. The plan should recognize the impact of policies and programs on community housing costs.

Affordable housing should be distributed throughout the region to be near job opportunities and to provide housing choices within every neighborhood.

Encourage different housing types and choices, including affordable housing, throughout each neighborhood for an increasingly diverse population.

Elementary and middle schools should be sized and located to enable children to walk or bicycle to them. Child care centers should be located within neighborhoods and near schools and parks when possible.

A range of parks and open space, from tot-lots to ballfields, should be distributed within neighborhoods and be within walking distance of the residents.

Construction and renovation within the existing urban area should be compatible with the character of the surrounding neighborhood.

Encourage mixed-use redevelopment, adaptive reuse, and in-fill development including residential, commercial and retail uses. These uses may develop along transit routes and provide residential opportunities for persons who do not want to or cannot drive an automobile. Promote residential development, economic development and employment opportunities throughout the City.

## **TRANSPORTATION**

Many activities of daily living should occur within walking distance. Neighborhoods should include homes, stores, workplaces, schools and places to recreate. Interconnected networks of streets, trails and sidewalks should be designed to encourage walking and bicycling, reduce the number and length of automobile trips, conserve energy and for the convenience of the residents.

Transit, pedestrian, and bicycle networks should maximize access and mobility to provide alternatives and reduce dependence upon the automobile.

“Transit Corridors”, oriented to transit stops, when properly planned and coordinated, can help organize urban development and revitalize existing commercial centers. Transit corridors should be developed by providing transit stops and greater concentrations of commercial and residential uses along corridors, such as particular arterial streets, in order to minimize transit travel times and maximize ridership.

Mixed-use centers, with higher residential and commercial densities, should provide for transit stops — permitting public transit to become a viable alternative to the automobile.

Linear open space should be developed along major transportation corridors such as the Beltway (all portions) and Antelope Valley.

The Beltways should become multi-use corridors which will include four lanes of roadway, trails and pedestrian facilities, linear open spaces integrated into development and open space patterns in the development of Lincoln, utility corridors, and a potential route for alternative transportation modes. The Beltway will not dictate the future – it is the community through its adopted plans that determines future growth patterns and form.

Streets and public spaces should be safe, comfortable, and interesting to the pedestrian. Properly configured, they encourage walking and enable neighbors to know each other and protect their communities. The street network should facilitate calm traffic conditions, provide multiple connections within and between neighborhoods, using neighborhood development aspects such as four way intersections of residential streets, multiple connections to arterial streets, and reduced block lengths.

Strip commercial development along transportation corridors is discouraged.

Preserve and enhance entryway corridors into Lincoln and Capitol View Corridors.

## **URBAN DESIGN AND PUBLIC ART**

The American cities generally regarded as especially attractive, such as Charleston, Boston, San Francisco, Savannah, and New Orleans, are older communities with a strong sense of cohesiveness and space. These cities had the advantage that distinctive parts of their fabrics were constructed in previous eras where there were fewer building materials and techniques available, and stronger architectural traditions. In Lincoln, Haymarket and several older neighborhoods demonstrate similar cohesiveness. Today, technology offers much more variety in building materials and techniques. Many contemporary buildings are thought of as “products” that have a more limited economic life. The automobile has generated huge new space and functional demands. All of these factors make it more difficult for communities today to develop and redevelop in an attractive, cohesive manner.

**Most cities, including Lincoln, protect their cultural/architectural heritage through formal historic preservation efforts. Lincoln has taken further steps to protect and promote a positive physical character through special design requirements that protect the environs and views of the State Capitol Building -- our community’s signature urban design asset -- and that encourage compatible infill in its older neighborhoods. The Capitol Environs Commission is unique in that its membership includes city and state appointees, and its authority extends to all public and private projects within its district, including State projects. Its authority to identify and protect important public vistas to the Capitol should be strengthened.**

The accompanying image displays how these multiple development principles can be integrated together. It includes principles such as:

- 1 Mix of office, retail and service uses
- 2 Floodplain preserved as open space, ballfields, trails, conservation areas
- 3 Natural environmentally sensitive areas preserved such as existing wetlands preserved & integrated into the development
- 4 Connected green space; encourage linear connected green spaces as much as possible
- 5 Transit stops integrated into commercial center, near arterial and near area of greater population
- 6 Mix of housing types — single family, townhomes, apartments, elderly housing — all within one area
- 7 Pedestrian orientation with parking at rear, multiple pedestrian routes, and buildings and uses close to each other
- 8 Transition of uses; less intense office uses near residential areas
- 9 Multiple vehicular connections between residential neighborhood and commercial center and multiple access points in and out of area
- 10 Public uses (such as elementary schools) serve as centers of neighborhood

## **IMPLEMENTATION**

The guiding principles are the basis for decision making within the community. The challenge is turning these visions and principles into reality. Implementing these guiding principles requires additional details that come in three distinct forms:

1. the specific strategies found in ~~later sections of this Plan in the “Future Conditions” Chapter;~~
2. the land use relationships of community in the land use plan; and,
3. the timing of development found in the future urban growth tiers.

The land use plan for Lincoln and Lancaster County contains several general categories of land use types that are

listed below. The maps displaying the land use plan are but one aspect of the Comprehensive Plan. The entire Comprehensive Plan should be referenced and considered when viewing the land use plan maps and for judging the appropriateness of the land uses they may display.

**Agricultural:** Land principally in use for agricultural production. Agricultural land may be in transition to more diversified agribusiness ventures such as growing and marketing of products (e.g., horticulture, silviculture, aquaculture) on site.

**Commercial:** Areas of retail, office and service uses. Commercial uses may vary widely in their intensity of use and impact, varying from low intensity offices, to warehouses, to more intensive uses such as gas stations, restaurants, grocery stores or automobile repair. Each area designated as commercial in the land use plan may not be appropriate for every commercial zoning district. The appropriateness of a commercial district for a particular piece of property will depend on a review of all the elements of the Comprehensive Plan.

**Green Space:** Areas predominately used for active recreational uses, such as parks, golf courses, soccer or ball fields, and trails. Green space areas may be either public or privately owned. While some isolated environmentally sensitive features may be within these areas, they are predominately for active recreation, with some passive recreation uses also possible.

**Industrial:** Areas where railroads, manufacturing, trucking and transportation facilities are the dominant land use. Some commercial activities may also take place in predominately industrial districts, such as office, retail or warehouses.

**Lakes and Streams:** This category includes the larger stream corridors, lakes, and ponds.

**Environmental Resources:** Land and water masses which are of particular importance for maintenance and preservation, such as saline wetlands, native prairie, and some floodway and riparian corridors. Such areas may be either publicly or privately owned.

**Agricultural Stream Corridor:** Land intended to remain in open space, predominately in agricultural use, but that may also include parks, recreation fields, or parking areas when near future commercial, industrial, or public uses. Such areas will be primarily privately owned, but may also include some public ownership or easements. These areas are mostly in the 100 year floodplain, outside of the existing Lincoln urban development.

**Public and Semi-Public:** Areas of public or semi-public land use and/or structures that serve the general public. Only the largest facilities are shown on the land use plan. Some small scale public and semi-public land uses may be found within all land use designations. Highways and interstates are also included in this category.

**Low Density Residential:** Residential areas with densities ranging from 1 to 5 acres per dwelling unit, with a typical density of 3 acres per dwelling unit. Such residential developments are often referred to as acreages.

**Urban Residential:** Multi-family and single family residential uses in areas with varying densities ranging from more than fifteen dwelling units per acre to less than one dwelling per acre.

There is one land use plan for both the City of Lincoln and Lancaster County. The above land use categories are reflected in the single Lincoln and Lancaster County land use plan. This one land use plan is displayed in two figures for the purpose of permitting greater clarity of display within the Lincoln urban area. The first figure displays the entire Lincoln/ Lancaster County Land Use Plan. The second figure is a close up on the Lincoln urban area from the Lincoln/ Lancaster County Land Use Plan.

The land use plan displays the generalized location of each land use. It is not intended to be used to determine the exact boundaries of each designation. The area of transition from one land use is often gradual. The Comprehensive



Plan also encourages the integration of compatible land uses, rather than a strict segregation of different land uses.

**>>> MOVE TO PLAN REALIZATION, SECTION ON SUBAREA PLANNING** As part of this Plan's preparation, a community-based task force was formed to examine the long term future of the Stevens Creek basin. As part of that process, the task force developed a series of "Planning Guidelines" describing their vision of the basin's future. These planning guidelines were drawn upon in the formulation of this Comprehensive Plan. The guidelines should be utilized in the on-going planning activities for the Stevens Creek basin to underscore the long term importance of this area to the City and County. <<<<

The land use plan also displays the generalized land use plans for other incorporated places within the county. These include the cities of Waverly and Hickman, and the villages of Malcolm, Raymond, Davey, Denton, Bennet, Sprague, Roca, Panama, Hallam and Firth.

In many circumstances the land use categories in these plans were different than the categories used in the Lincoln/Lancaster County Comprehensive Plan. In such instances, adjustments were made for the purposes of this display so that the land uses followed those used in the City-County Comprehensive Plan. These communities and their specific adopted plans should be consulted as the source for decisions within their zoning jurisdictions. Their plans are displayed in order to better coordinate the land use plans for the County as a whole with those of individual towns.

In addition, Waverly and Hickman requested that their goals for the area two miles outside their community be included in the Lincoln/Lancaster County Comprehensive Plan. These communities only have jurisdiction over a one mile planning area. Their proposed land uses are generally compatible with the principles of this Comprehensive Plan and thus are reflected on the land use plan. It should be noted that these areas remain within the current planning and zoning jurisdiction of the city and county and are thus subject to reconsideration and change by Lincoln and Lancaster County.

Future Service Limit: The land use plan also displays the future service limit for the City of Lincoln. Land inside this line represents the anticipated area to be provided with urban services within the planning period.

## **TIMING**

### ***TIER I, II AND III***

The Comprehensive Plan includes three tiers of growth for the City of Lincoln. Tier I reflects the "Future Service Limit," where urban services and inclusion in the city limits are anticipated ~~by 2025~~ within the 25 year planning period. Infrastructure planning, especially for water and sanitary sewer facilities, can reach beyond the 25 year time horizon to 50 years and further. Tier II respects this extended planning horizon by showing areas where long term utility planning is occurring today with the expectation that these areas will follow Tier I as the next in line for urban growth. Tier III reflects an even more distant planning area — both in time and geography. Little active planning of utilities or service delivery is likely to occur in the near term in Tier III. A fuller description of each Tier is provided below:

Tier I: Defines the City of Lincoln's near term growth area – ~~generally a 40~~ a 52 square mile area which could reasonably expect urban services within the next twenty five year period. Land within this area should remain generally in the present use in order to permit future urbanization by the City.

Tier II: An area of approximately ~~47-70~~ 70 square miles intended to serve the following purposes: (1) to define the geographic area the city is assumed to grow into immediately beyond the twenty-five year time frame of Tier I; (2) to serve as the basis for long term, advanced utility planning; and; (3) to act as a secondary reserve area for urban growth should the Tier I area development occur more quickly than assumed for the twenty-five year period. Owing to the intended purposes of this Tier and the uncertainty of when the city may begin providing services to these areas, Tier II should also remain in its present use in order to provide for future urban development.

Tier III: Provides an approximately 98 ~~85~~ square mile area for Lincoln's longer term growth potential – perhaps 50 years and beyond. While eventual urbanization of this area is expected, the Tier III area extends well beyond any urban-style development envisioned within the present Plan. Tier III should serve as a panoramic vision for City expansion in the distant future. No active development or infrastructure planning should occur within this Tier within the 25 year planning period of the Plan. Tier III should also remain in its present use in order to provide for future urban development.

## **PRIORITY AREA PLAN FOR TIER I**

### ***SETTING PRIORITIES***

The top priority for infrastructure improvements is the existing city and areas that are currently under development. In order to provide for the orderly future growth of the city, additional land is identified in Tier I as the next area for improvement. However, the community does not have the financial resources, nor is it necessary, to provide urban services to all of the Tier I area within the next few years. So within Tier I, the community needs to prioritize areas for infrastructure improvements.

Priority A identifies a future service area of approximately 20 square miles to serve with utilities in the next six years. Developer interest exists in land in various areas which would require providing services to over 35 square miles – if financing were available. Based on population and growth projections, there is not a need for this much land in the near term. The City has developed and made public financial water and wastewater utility plans for operations and growth and the 2006 CIP based on a smaller Priority A area. User fee increases and/or impact fees as projected for water and wastewater will require additional increases, or additional private financing if projects are added or staged earlier than previously identified.

Currently, there are not adequate funds to build needed road improvements within the city limits, much less serve Priority A or other growth areas. If the City is committed to building improvements concurrent with development, then significant additional road funds will be needed, in addition to the proposed rate increases for water and wastewater.

### ***TOP PRIORITY AREA***

The **top priority** areas are those which are generally within the city limits at the beginning of the planning period. There are still significant infrastructure needs within the existing city and areas currently under development. Some larger projects, such as Antelope Valley, will be ongoing throughout the planning period and will require significant infrastructure resources.

### ***PRIORITY A OF TIER I***

Areas designated for near term development are generally contiguous to existing development and should be provided **first** with basic infrastructure within 6 +2 years of the adoption of the Plan. Some of the infrastructure required for development may already be in place. This area includes some land already annexed, with City commitments to fund infrastructure improvements, but the land is still undeveloped and without significant infrastructure in place yet. ~~Areas with this designation are the next priority for infrastructure programming.~~ Some infrastructure improvements may be done in the near term while others, such as road improvements that are generally more costly, may take longer to complete.

### ***PRIORITY B OF TIER I***

The **next** areas for development, beyond Priority A, are those which currently lack almost all of the infrastructure required to support development. In areas with this designation, the community will maintain present uses until urban development can commence. Infrastructure improvements to serve this area will not initially be included in the City's CIP, but will be ~~considered~~ actively planned for in the longer term capital improvement planning of the various city and county departments.

### ***PRIORITY C OF TIER I***

Priority C is the **later** phase of development areas and is intended to be served after Priority A and B. Given current growth rates and infrastructure financing, development would not begin in this area until after 2020 or 2025.

The principles for prioritization and the individual priority areas are described as follows:

#### ***Principles for Priority Areas:***

- The top priority for the City's Capital Improvement Program (CIP) is to maintain existing infrastructure, provide for new neighborhood improvements and to complete needed improvements for areas already under development.
- Infrastructure funding to serve the growing community relies upon adequate revenue from all sources, including gas tax allocation, wheel tax, impact fees, and water and wastewater fees.
- Infrastructure improvements should be made concurrent with development.
- In order to implement the Plan Vision, infrastructure should generally be provided in different directional growth areas, depending upon limited financial resources and if there is development interest in the area.
- Funds for improvements in new major drainage basins to the southwest and to the east should provide the opportunity for development to begin in these areas within the next 12 years.
- Development in the southwest should begin in the Priority A area in the general vicinity of the intersection of Warlick Blvd. and Highway 77. Further planning should proceed to identify initial staging of infrastructure and development in this area.
- The community should only approve development proposals that can be adequately served by all public facilities.
- Generally, adequate infrastructure improvements should be completed in all Priority A areas where there is development interest prior to beginning infrastructure in Priority B areas.
- It is anticipated that there may be some unique circumstances to warrant consideration of development of land in Priority B or C, prior to the full completion of improvements in Priority A. Once a year, during the CIP public hearing, proposals for changes from Priority B and C to A should be evaluated and considered. That review should consider the following items: The community will consider development in a sub-basin in Priority B or C areas, before completing the infrastructure in Priority A areas, if all of the following conditions are met:
  - 1) the project is contiguous to the City and proposed for immediate annexation, and is consistent with principles of the Comprehensive Plan,
  - 2) the developer provides information demonstrating how the necessary infrastructure improvements to serve the sub-basin would be provided and financed. The City shall contact other public agencies to obtain their report on the infrastructure necessary to serve the sub-basin including utilities, roads, fire service, public safety, parks, trails, schools and library needs.

- 3) the impact that development in the sub-basin will have on capital and operating budgets, level of service, service delivery and Capital Improvement Programs is addressed, including impact of financing, utility rates, and other revenue sources and to what degree the developer is willing to finance improvements
  - 4) there is demonstrated substantial public benefit and circumstances that warrant approval of the proposal in advance of the anticipated schedule.
- Explore options to permit the City Council to annually adopt a six year Capital Improvement Program to serve as a planning and programming guide.
  - Growth into most of the Priority B areas and all of Priority C areas are comparatively inefficient in terms of required capital investment as compared to the Priority A areas.

## TIER II PRIORITY AREAS

The Plan's premise is that within the next ten years, if the anticipated growth expectations ~~are realized~~~~occur~~, additional areas from Tier II will be added to Tier I. Such change would include amending the Future Service Limit accordingly to reflect the new 25 year planning time frame. ~~For example, in the year 2009, an update of the plan could be completed, with a future service limit for the year 2035, and the Tier I and II areas changed accordingly.~~

The Tier II Priority Areas map displays the area that should be first considered for addition to Tier I. Development will not take place in these areas while they are designated as Tier II. Designating the priority areas to move eventually to Tier I will aid in infrastructure planning and the orderly development of the community.

To support this objective, a "Public Infrastructure Investment and Growth Strategy" will be prepared for all of the Tier II area. This Strategy should be completed for public review within three years from the adoption of this Comprehensive Plan. The Strategy's purpose is to lay out the community's long term infrastructure requirements and growth objectives allowing for the eventual urbanization of the entire Tier II area. The public services to be considered as part of this process should include streets and highways, water, wastewater, watershed management, public transit, parks, open space, trails, schools, libraries, and other public services.

The process for formulating this strategy should begin with the crafting of "Planning Guidelines" for all drainage basins included in the Tier II area. These Guidelines have already been developed for the Stevens Creek Basin. The Stevens Creek Basin Planning Guidelines should serve as the template for creating the Guidelines for the other basins encompassed in Tier II.

Once Planning Guidelines have been completed for each basin, a unified strategy for urbanizing Tier II would be prepared. This unified Strategy would contain sufficient detail to describe the following for each basin within Tier II:

- General form and character of urban growth
- Major transportation facilities, including streets, highways, trails and pedestrian ways, and potential transit corridors
- Key environmental features and plans for sustaining their long term viability
- Locations for open space, parks, and natural areas
- Major water, wastewater and storm water system requirements
- Schools and educational facilities
- Means for addressing transitional issues as land is converted from agricultural to urban uses

The community desires the efficient use and maintenance of present infrastructure, while providing new infrastructure that supports continued growth and development. The proposed future service limit makes maximum use of existing

and planned urban infrastructure. The community needs to pursue the timely development of additional infrastructure to support planned growth in the Comprehensive Plan.

~~The goal is to find the means to build 25 years worth of improvements over a 20 year period in order to ensure the well-timed delivery of urban infrastructure.~~ The Plan Realization section further describes the mechanisms that will link urban infrastructure programming to local market and growth conditions. It is imperative that there be adequate funds for the maintenance of infrastructure and facilities in the existing urban area as future growth occurs.

~~Northwest Tier Study: a review should be conducted of the Tier III growth areas, from approximately N.W. 27th Street, north of Highway 34, to West "O" Street, west of N.W. 56th Street, to determine which, if any areas, are appropriate for Tier II designation.~~

## SUBAREA PLANNING PROCESS

Subarea planning — for neighborhoods or other small geographic areas – can address issues at a more refined scale than can be included in the Comprehensive Plan. Subarea plans may then become incorporated into the Comprehensive Plan through a formal adoption process. Subarea plans can serve as an official guide for elected decision makers, individuals and various City or County departments to promote improvements in the following areas such as: land use, housing, traffic, parks and recreation, public safety, infrastructure and the built and natural environments.

Subarea plans adopted as part of the Comprehensive Plan are discussed in the “Plan Realization” section.

## SUMMARY OF COMPREHENSIVE PLAN ASSUMPTIONS

These assumptions represent the agreement of the Comprehensive Plan Committee which assisted in the development of the Comprehensive Plan. The following assumptions guide the planning process for Lincoln and Lancaster County:

- ~~1. A City and County population growth rate of 1.5 percent per year was used for the 25 and 50 year planning periods. This adds approximately 140,000 persons to the County over the next twenty five years and nearly approximately 277,300,000 over the next fifty years. The assumed County population distribution would remain 90 percent in the City of Lincoln, 3 percent in other incorporated towns and villages, 6 percent on rural acreages, and 1 percent on farms. This would add approximately 42,560,52,100 dwelling units in the Lincoln urban area to support the additional population of +03126,000 persons within the 25 year planning period.~~
- ~~2. Areas for future urban expansion were designated consistent with the growth projections, stated planning policies, and infrastructure objectives. Tier I provides 30 total square miles of which 23 square miles (14,720 acres) are “developable area” within the 25 year planning period. The net developable area includes land generally outside the 100 year floodplain and not presently developed with uses such as parks, golf courses, schools or commercial.~~
- ~~3. Projected levels of commercial and industrial expansion were accommodated throughout the planning area. An annual employment growth rate of 2 percent for projecting commercial space needs was assumed which equals 21.5 million square feet of new retail, office and service uses over the 25 year planning period (65 percent increase). An annual employment growth rate of 2.5 percent for projecting industrial area needs was assumed which equals 2,392 acres of new industrial land within the 25 year planning period (86 percent increase).~~
- ~~4. The assumptions listed below were used in the modeling and analysis process for the development of this Comprehensive Plan. The assumptions reflect the intent and recommendation of the Comprehensive Plan Committee~~

~~and are consistent with the policy of the Floodplain Task Force. The assumptions fall into three categories:~~

~~—A. Where development exists in the floodplain, it was assumed that the uses would continue, that existing structures could be enlarged, and that existing individual businesses could expand within floodplain areas per adopted regulations and standards.~~

~~—B. Where the 1994 Future Land Use Plan designated parks, open space, or agricultural land uses within the floodplain and floodway, it was assumed that such land uses would continue in the future and that any urban-style development would occur outside of the floodplain and floodway.~~

~~—C. It was assumed that some new industrial and commercial development (between 10 and 20 percent of the total assumed growth in new industrial or commercial uses) could occur within areas already zoned or planned for industrial or commercial development in the delineated floodplain.~~

5. For transportation modeling purposes, an urban residential density factor of 3 dwelling units per acre was assumed for a majority of the designated future growth areas.

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